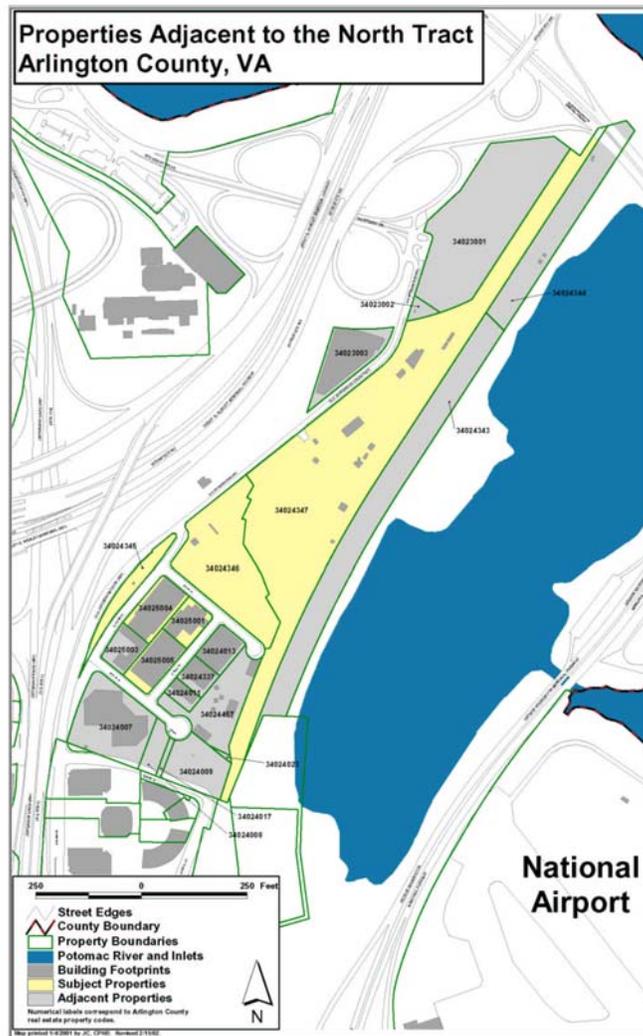


THE NORTH TRACT AREA PLAN STUDY



**Accepted by the
Arlington County Board
February 21, 2004**

NORTH TRACT TASK FORCE AREA PLAN WORKING GROUP
AREA PLAN STUDY
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INTRODUCTION

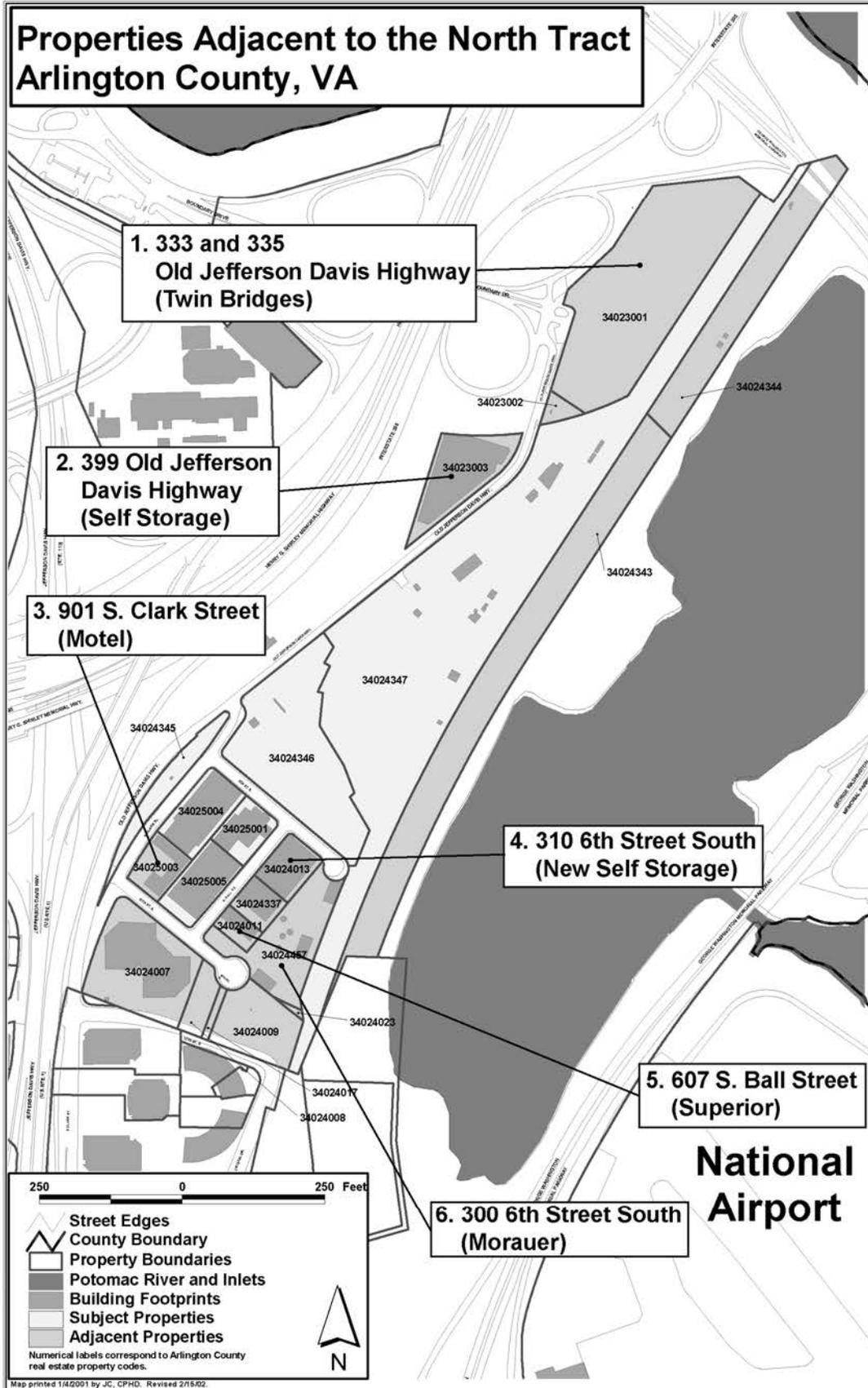
Arlington County is currently undertaking the planning of the North Tract area, which will be one of the largest areas in the County to be newly developed for recreational purposes.

The North Tract Task Force will assist the County in developing plans for the 46-acre area. The County Board established the North Tract Task Force on May 19, 2001 and charged them with "providing recommendations on the creation of public recreation through quality public and private investment that integrates with the overall area. Recommendations shall include a master plan for a new park and other possible recreation facilities, a transportation network and management plan and a small area plan addressing the properties adjacent to the North Tract for redevelopment with options for joint development.

The North Tract Recreation Master Plan area is bounded on the north by the former "Twin Bridges Marriott" site and on the south by South 10th Street. The area is bounded on the west by Old Jeff Davis Highway and on the east by the Roaches Run Water Fowl Sanctuary. The County has taken ownership of approximately 28 of the 46 acres in the North Tract area for open space and recreational facilities. The Recreation Master Plan also calls for integrating the former Davis Industries site into the public park. The study area includes those additional parcels adjacent to the North Tract which are not county owned, including;

1. 333 and 335 Old Jefferson Davis Highway (Twin Bridges)
2. 399 Old Jefferson Davis Highway (Self Storage)
3. 901 South Clark Street (Crystal Motel)
4. 310 6th Street South (New Self Storage)
5. 607 South Ball Street (Superior)
6. 300 6th Street South (Morauer)

The purpose of this Small Area Plan in particular is to outline potential scenarios for redevelopment or reuse of those properties in ways that contribute to or are compatible with the recreational uses and facilities proposed. The scenarios address several possible strategies for reuse and redevelopment, including public acquisition, joint or collaborative redevelopment, and private proposals involving a rezoning, site plan, use permit or other discretionary County Board action.



I. BACKGROUND

In the late 1980s, Arlington County and approximately 40 other parties became involved in a lawsuit dealing with environmental contamination on about 4.5 acres of the former Davis Industries Scrap Yard, located in the North Tract just north of 6th Street South. The parties, mostly former customers of the scrap yard, resolved their litigation in a court-sealed agreement that apportioned the financial responsibilities for remediation of the site.

In a separate 1993 "Supplemental Agreement," RF&P (then owner of most of the North Tract) and Arlington County established a framework to achieve a number of financial, environmental, recreational/open space, and land-use planning goals of the County. Contingent upon the County Board's approval of a suitable development plan by RF&P, the following actions were to occur: 1) RF&P would pay the County's share of the remediation costs; 2) the County would take ownership of 25 acres in the North Tract, around, but excluding the contaminated Davis Industries site, both to prevent intrusion onto that site and also to provide the County with recreational/open space; 3) in return for foregoing all currently permitted office/commercial density on the North Tract (about 2.7 million square feet) and for conveying the open space area to the County, RF&P would gain an additional 1.61 million square feet of density (no longer all industrial/commercial but now 1/3 residential, 2/3 office/commercial) in the South Tract, located south of Crystal City between Jefferson Davis Highway and National Airport.

The 1994 Open Space Master Plan identified the North Tract as a place to establish a new community park with recreational opportunities. The community had also previously recommended the possibility of bonus density in the South Tract for open space in the North Tract during the Jefferson Davis Corridor Study (1990-1991). The Vision 2020 plan (1995) later identified the North Tract as the site for a new County-wide community center.

In the mid-1990's, RF&P sold its property in the north and south end of Crystal City to Commonwealth Atlantic Properties (CAP). CAP developed a "Phased Development Site Plan" (PDSP) for the properties, which was approved by the Arlington County Board in October 2000. The approved PDSP requires CAP to convey 28 acres of the North Tract (not including any of the contaminated Davis Industries site) to the County.

In March 2001, CAP sold all its interests in the North and South Tracts (except for the Davis Industries site) to Crescent Resources, a subsidiary of Duke Energy. Approval of the first site plan under the PDSP in 2002 led to Crescent's conveyance of the North Tract acreage to Arlington County.

II. LAND USE AND ZONING

The park and recreation facilities on the North Tract are being planned within a context of planning for the entire North Tract area. Arlington County expresses its vision for future development and use of land through the Arlington County General Land Use Plan (GLUP). Arlington County regulates land use and development through the Zoning Ordinance. While the GLUP is a long-range guide for County land use decisions, the Zoning Ordinance is the legal instrument that controls land use and development today. The GLUP can be changed by County Board action usually through a special study such as this one.

General Land Use Plan Guidance for the North Tract Study Area

Arlington County's General Land Use Plan was adopted in 1961 and has been updated and amended numerous times since that initial adoption. The latest plan amendment for the North Tract Study Area was adopted in 2000. At that time, the North Tract study area was characterized by a number of industrial and low-intensity commercial uses including self-service storage, vehicle tow lots, vehicle repair and auto body shops, car rental agency, concrete plant, a small motel, some small offices, and a theater located in an old industrial building. Prior to the amendment, much of the land was planned in the GLUP for Service Industry uses (maximum FAR of 1.5). Service Industry uses include wholesale, storage, light manufacturing and building construction uses. Not all the land in the North Tract study area was planned for Service Industry uses. The former site of the Twin Bridges Marriott hotel was planned for a mixture of low intensity (1.5 FAR) Office-Apartment-Hotel and Residential Medium (37 to 72 units per acre) uses. Land along Shirley Highway and around the Roaches Run Wildlife Sanctuary was planned for "Public".

When the GLUP was amended in 2000, much of the land planned for Service Industry was replanned for Public Open Space. This implemented the 1993 agreement and county planning effort to reallocate development potential between the North Tract and the South Tract – the areas north and south of Crystal City. A so-called "transfer" of density/intensity occurred with this 2000 GLUP amendment, which removed development potential (density/intensity) from some North Tract lands and transferred it to the South Tract. North Tract land that was replanned Public Open Space had its density/intensity removed and was to be deeded to the County for public recreation uses.

Not all the Service Industry land was replanned Public Open Space in the 2000 GLUP amendment. The land containing the self-service storage business (Public Storage) on Old Jeff Davis Highway remained in the Service Industry category. In addition, the land between 6th and 10th Streets was replanned for low intensity Office-Apartment-Hotel ("Low" O-A-H at 1.5 FAR). The former Twin Bridges Marriott site remained with the same planned uses as before (Low O-A-H and Residential Medium). The exhibit

GENERAL LAND USE PLAN NORTH TRACT AREA Arlington County, Virginia



RESIDENTIAL

 **MEDIUM** _____ 32-72 units per acre

 **HIGH** _____ 4.8 F.A.R. Residential
3.8 F.A.R. Hotel

 **SERVICE INDUSTRY**
Wholesale, storage, and light manufacturing uses, including those related to building construction activity.

OFFICE-APARTMENT-HOTEL

 **LOW** _____ Office Density _____ Apartment Density _____ Hotel Density
1.5 F.A.R. allow _____ up to 72 units/acre _____ up to 110 units/acre

 **HIGH** _____ 3.8 F.A.R. allow _____ up to 4.8 F.A.R. allow _____ up to 3.8 F.A.R. allow

PUBLIC and SEMI-PUBLIC

 **PUBLIC:**
Parks (local, regional, and federal).
Schools (public).
Parkways, major unpaved rights-of-way.
Libraries and cultural facilities.

 **GOVERNMENT AND COMMUNITY FACILITIES:**
County, state and federal administration and service facilities (police, fire, property yard, etc.).
Hospitals, nursing homes, and institutional housing.
Utilities, military reservations, airport, etc.

 Stippled areas indicates current public ownership.

illustrates the current GLUP land use recommendations for the North Tract Study Area that resulted from the 2000 GLUP amendment.

Current Zoning

The attached exhibit illustrates the current zoning of land in the North Tract Study Area. Most of it is industrial. Three different industrial zones that apply. These are summarized as follows:

- CM, Limited Industrial District: permits various manufacturing, retail commercial, office, and hotel uses. FAR = 1.5 Residential dwellings are prohibited.
- M-1, Light Industrial District: permits the same uses as CM, plus railroad lines and yards and public waste disposal, as well as concrete plants by special use permit. FAR = 1.5 Residential dwellings are prohibited.
- M-2, Service Industrial District: permits the same uses as M-1, except that concrete plants require no special use permit and hotels are prohibited. In addition, junkyards and asphalt plants are permitted by special use permit. FAR = 1.5 Residential dwellings and hotels are prohibited.

The former Twin Bridges Marriott site and land south and east of 10th Street are zoned C-O-1.5, which allows the following:

- C-O-1.5, Commercial Office Building, Hotel and Apartment District: permits offices and single family residential uses at low densities and intensities (up to 0.6 FAR), but through a site plan approval process higher intensity uses can be approved as follows:
 - Offices and retail commercial uses: Max 1.5 FAR
 - Apartments: Max. 72 dwelling units per acre
 - Hotels: Max. 110 hotel units per acre
 - Restaurants, theaters, hotel meeting rooms, community facilities

Public parks and recreation centers are permitted in all these zoning districts, CM, M-1, M-2, and C-O-1.5.

Comparison of GLUP to Zoning for County Park Property

Land that the County owns for the North Tract park and recreation facilities is planned for "Public" on the GLUP north of 6th Street which is appropriate for the future use of this area. "Low" Office-Apartment-Hotel uses are designated south of 6th Street. Except for a small area along the railroad tracks south of 6th Street, which is zoned "C-O-1.5", most of the County-owned land is zoned industrial, either "CM", "M-1" or "M-2". When the County develops its park and recreation facilities, it would most likely rezone the property to one of the County's public classifications, either "S-3A" Special District or "S-D" Special Development District. Since indoor pools and gyms require buildings

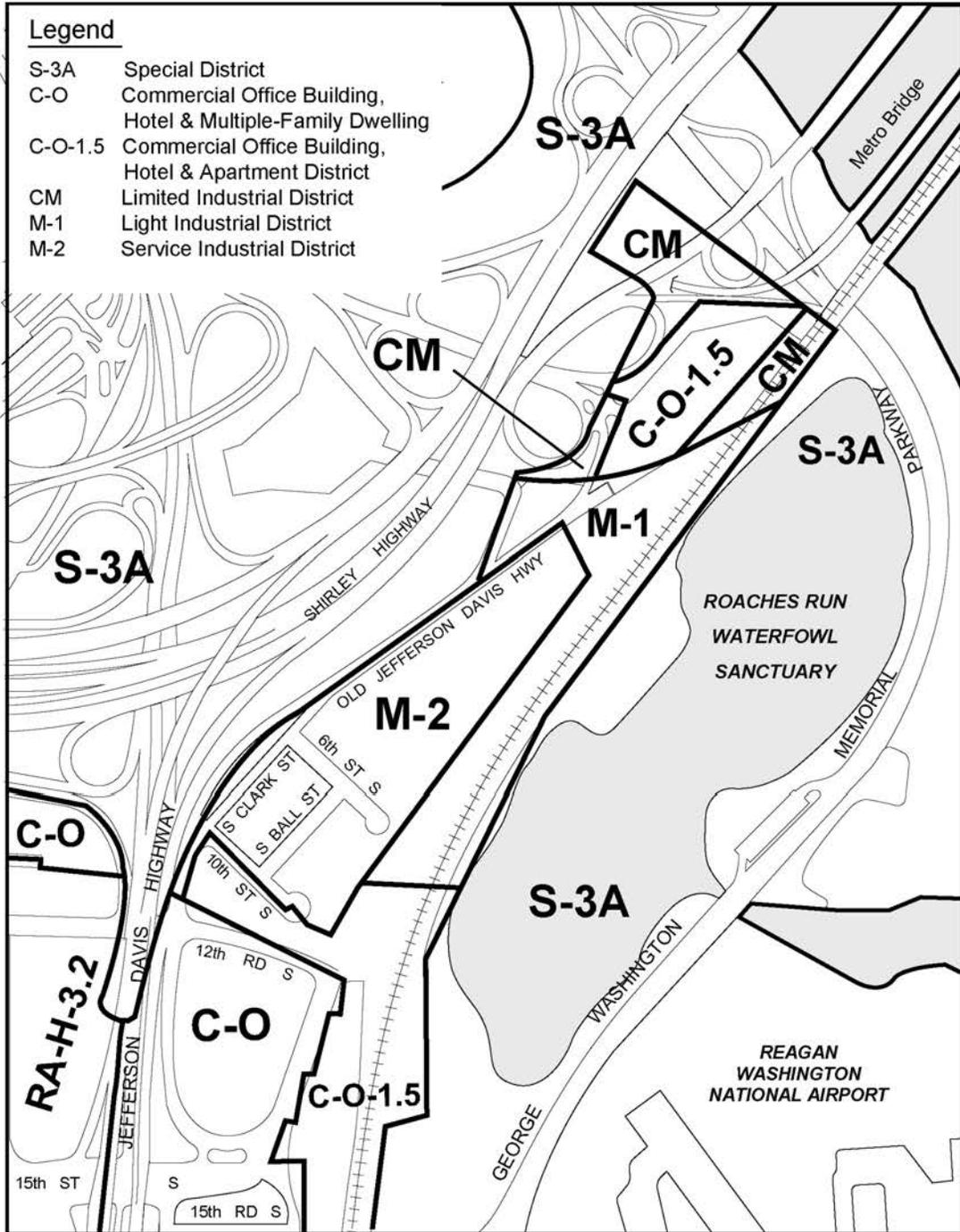
ZONING

NORTH TRACT AREA

Arlington County, Virginia

Legend

- S-3A Special District
- C-O Commercial Office Building, Hotel & Multiple-Family Dwelling
- C-O-1.5 Commercial Office Building, Hotel & Apartment District
- CM Limited Industrial District
- M-1 Light Industrial District
- M-2 Service Industrial District



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up to 70 feet in height, the County could use the "S-D" district for land where these buildings are located, since buildings of such height are permitted with site plan approval in "S-D", but not in "S-3A".

South of 6th Street, the County would also have the option to rezone its property from "M-2" to "C-O-1.5", to be consistent with the GLUP, and join in a public-private partnership with neighboring private landowners or development partners to create a mixed use development that includes the planned recreation uses. Examples might be a theater/restaurant/hotel complex with shared parking, a residential/office/fitness center complex, or a therapeutic clinic paired with the aquatics-fitness facility. The private utilization of some of the development potential of County owned land south of 6th Street could be traded for private contributions to the cost of building the public recreation facilities. This might allow such facilities to be built sooner rather than later by reducing the public expenditures for such facilities. Other density/intensity transfer options might also be possible to help fund recreation facilities or provide parking for park users.

As noted in the North Tract Task Force's final report, all redevelopment in the southern portion of the North Tract is limited in height by restrictions established by the Federal Aviation Administration and the Metropolitan Washington Airports Authority to protect the air space at the end of one of the runways at Reagan National Airport.

III. VISION - GOALS

In its charge to the North Tract Task Force, the County Board recognized the importance of integrated planning for the entire North Tract. The area occupies a gateway site; it is quite narrow and affected by major transportation corridors; it presents brownfield redevelopment challenges, and it is the future site of substantial public investments in high-quality recreation space and facilities. All these factors redouble the potential value of coordinating public and private initiatives so as to achieve community goals in the most expeditious and cost-effective ways.

The overarching vision and goals for the area are as follows:

VISION:

The North Tract area will be transformed into a distinctive showplace of environmentally sound redevelopment, with a central expanse of attractive public green spaces and high-quality indoor and outdoor recreation facilities that are accessible to all Arlingtonians, conveniently linked with nearby urban corridors and the Potomac riverscape, and coupled with complementary private redevelopment.

GOALS:

- 1) To redevelop this longtime industrial area into a green urban oasis that will be a model of effective environmental reclamation and community-oriented reuse.
- 2) To establish and maintain a great urban park with appealing spaces, facilities, and natural and manmade features in an integrated design that offers opportunities for sport, recreation and relaxation for people of diverse ages, interests and skills.
- 3) To provide convenient multi-modal access to and within the area, with emphasis on efficient mass transit and safe passageways for pedestrians and bicyclists.
- 4) To recognize the site's location and exploit its potential as a gateway between Arlington and the nation's capital, as a greenway near the historic Potomac shore, and as a gathering place for the community.
- 5) To forge creative partnerships with private entities, non-profit organizations, and other public agencies to complement direct county investments in the park and help to achieve, in cost-effective ways, the planned community facilities and the compatible, high-quality redevelopment of adjacent privately-owned sites.

IV. RECOMMENDED OPTIONS FOR NON-COUNTY OWNED PROPERTIES

The following chart describes suggested uses and guidelines for redevelopment of the properties adjacent to the North Tract Site in keeping with the above vision and goals. The recommendations are presented in a three tiered approach. The first preference (Option A.) would be for the county to acquire these properties if and when that becomes timely and economically feasible. The second preference, (Option B.) is for collaborative redevelopment, in which a potential developer would partner with the county in a project that would coordinate well with the recreation uses proposed on the North Tract Site. The third preference, (Option C.) presents the minimum criteria that would be expected of a development involving a site plan, use permit or rezoning on that site in order to be harmonious with the planned recreation facilities. The overarching vision and goals for the area are as follows:

Property	Site Recommendations
1. 333 and 335 Old Jefferson Davis Highway (Twin Bridges)	Current Zone C-O-1.5 Site Area 308,688 s.f.
a. Public Acquisition	Possible site for Community Recreation Facility and related activities; and/or Ecological/Natural Science Education & Visitors Center & Museum/Observation center; and/or Parkway Trails Visitor’s Node/Way Station; and/or added Sports Fields/Passive Open Space. Elimination of commercial development density and/or shift south to between South 6 th and 10 th Street may allow elimination and simplification of various north end road segments, permitting even more land to be used for open space and other public purposes.
b. Collaborative Redevelopment	In addition to any of the above; possible Recreation or Health, Rehabilitation, Retail and Office Related Uses, with elements listed in Basic Guidelines below.
c. Basic Guidelines	Shared parking for a minimum number of spaces as agreed to in the current site plan. At least a 30’ wide access, fully open to the public , along east property line connecting North Tract to the George Washington Parkway trail, with earth berms and landscaping along the western edge to shield the full height of any parking structures plus 10 feet above. Project design permitting sufficient fill to obtain an elevation allowing public access from the shared parking eastwards across the railroad tracks (to the east of County land) at a slope of no greater than 1 ft per 20 ft, for a north south distance of at least 75 feet. Unsecured public access, at all times, to at least 20%

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	<p>of the surface area of the site including public access to views and vistas, which should be fully landscaped. If phased, temporary playing field may be provided.</p> <p>Road improvements in keeping with North Tract Recreation Master Plan.</p>
2. 399 Old Jeff Davis Highway (Existing Self Storage)	<p>Current Zone M-1 Site Area 71,786 s.f.</p>
a. Public Acquisition	<p>This site has been identified as a possible location for a transit maintenance facility. If so the facility should be of compatible design; with possible expanded/reconfigured peripheral open space, landscaping and parking. If acquired for a public use it may be possible to transfer the density as a mechanism to help construct the recreational facilities.</p>
b. Collaborative Redevelopment	<p>Recreational related services/activities.</p>
c. Basic Guidelines	<p>Setbacks and height limits, earth berms, landscaping and screening, and streetscape improvements. Shared parking for at least 30 spaces.</p>
3. 901 South Clark Street (Crystal Motel)	<p>Current Zone M-2 Site Area 29,252 s.f.</p>
a. Public Acquisition	<p>Utilize to better situate Recreation Facilities or promote partnership possibly on expanded, consolidated site with surrounding County owned property.</p>
b. Collaborative Redevelopment	<p>Health, Rehabilitation Uses; and/or Residential or Office Uses.; possibly on expanded, consolidated site with surrounding County owned property.</p>
c. Basic Guidelines	<p>Consolidation with adjacent County owned property encouraged; in absence thereof, appropriate setbacks and landscaping must be provided along all property edges. Streetscape improvements. Some shared parking.</p>
4. 310 6th Street South (New Self Storage)	
a. Public Acquisition	<p>County archives; eventual redevelopment for recreational uses and/or development consistent and supportive of that then on Morauer and Superior.</p>
b. Collaborative Redevelopment	<p>Health, Rehabilitation Uses; and/or Residential or Office Uses.; possibly on expanded, consolidated site with Morauer and/or Superior.</p>
c. Basic Guidelines	<p>Appropriate setbacks and landscaping must be provided along all property edges. Improved Streetscape. Some shared parking.</p>

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Property	Site Recommendations
5. 607 South Ball Street (Superior)	Current Zone M-2 Site Area 14,112 s.f.
a. Public Acquisition	Utilize to better situate Recreation Facilities
b. Collaborative Redevelopment	Same as above; and/or Health, Rehabilitation Uses; and/or Residential or Office Uses.
c. Basic Guidelines	Improve pedestrian connections from NT to Crystal City. Consolidation with Morauer encouraged; in absence thereof, appropriate setbacks must be provided along property edges bordering Morauer. Improved streetscape.
6. 300 6th Street South (Morauer Concrete Batch Plant)	Current Zone M-2 Site Area 95,354 s.f.
a. Public Acquisition	Utilize to better situate Recreation Facilities
b. Collaborative Redevelopment	Health, Rehabilitation Uses; and/or Residential or Office Uses.
c. Basic Guidelines	Improved access to Crystal City At least 50% of the permitted GFA should be residential. Shared parking for a minimum of 30 spaces. At least a 30' wide access, fully open to the public, along east property line to allow a possible connection from North Tract to Crystal City, with earth berms and landscaping along the western edge to shield the full height of any parking structures plus 10 feet above. Project design permitting sufficient fill to increase elevation that allows public access from the shared parking eastwards across the railroad tracks (to the east of County land) at a slope of no greater than 1 ft per 20 ft, for a north south distance of at least 50 feet. Unsecured public access, at all times, to at least 20% of the surface area of the site, which should be fully landscaped. Possible roads to access recreation facilities. Coordinate access and open space to existing park on adjacent property to the south.

V. IMPLEMENTATION STRATEGIES

The recommendations included in this report are for properties that are not currently under the control of the county. Further study is required to determine a specific course of action. The North Tract Recreation Facility is an expensive project and the county would like to retain flexibility in the use of these properties to encourage potential partnerships with property owners or developers. Several methods could be utilized.

The vision and goals for the North Tract area will be achieved incrementally through a series of public and private initiatives. The county should remain open to exploring all opportunities to develop partnerships with property owners and developers, and to use county resources in flexible and creative ways to advance county plans. Specific strategies, financing tools and related techniques require further study. It is important, however, to make clear from the start that the county is firmly committed to these goals and objectives, and invites collaboration and cooperation from the private sector in this effort. Toward that end, a note should be placed on the General Land Use Plan to identify the North Tract Area and state that redevelopment in this area should be in accord with the vision, goals and policies in this plan.

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Department of Parks, Recreation and Community Resources: Erik Beach



Arlington County
Department of Community Planning Housing and Development
Planning Division
<http://www.co.arlington.va.us/cphd/planning>